Rural Municipality of "XX"
Basic Planning Statement

A Rural Municipality Sample

Draft Document

Note: ***This rural municipality model presents statements of goals, objectives and policies that may used as a basis for preparing a basic planning statement for a rural municipality. The policies assume that two districts only (Agriculture and Residential) will be used. Other districts in the zoning bylaw (for hamlets, provincial forests, lakeshore development areas, etc.) would need added policy statements to guide there use. A basic planning statement is primarily implemented by a Zoning bylaw.***

All statements in this document are meant to be samples that have been common to many municipalities. However the statements must each be examined for relevance to a particular municipality and each municipality using this model may wish to add to, delete, or significantly change any statement. The document is intended as a sample guide only. The municipality should have their final bylaw reviewed by a solicitor. It is recommended that a professional planner licensed under The Community Planning Profession Act be employed in the preparation and adoption of a basic planning statement and zoning bylaw.

(Date)
RM of "XX" No. ###

RURAL MUNICIPALITY OF "XX" NO.

BYLAW NO. ___/200__

A Bylaw of the Rural Municipality of "Xx" No. ### to adopt a Basic Planning Statement.

Whereas the Council of the Rural Municipality of "Xx" No. ### has, by resolution authorized the preparation of a Basic Planning Statement for the Municipality pursuant to Section 39 of the *Planning and Development Act, 1983*;

And Whereas, the said *Planning and Development Act, 1983*, provides in Section 44 that Council may, by bylaw, adopt a Basic Planning Statement;

Therefore, the Council of the Rural Municipality of "Xx" No. ### in the Province of Saskatchewan, in open meeting hereby enact as follows:

1. This Bylaw may be cited as the "The R. M. of "Xx" Basic Planning Statement".

2. "The Basic Planning Statement" of the Rural Municipality of "Xx" No. ###, is attached as Schedule A to and forms part of this Bylaw.

3. This Bylaw shall come into force on the date of final approval by the Minister of Municipal Affairs and Housing

_____

REEVE

SEAL

_____

ADMINISTRATOR

SCHEDULE A

BYLAW No ___/200__

RURAL MUNICIPALITY OF "XX" NO. ###

BASIC PLANNING STATEMENT

This is Schedule A as attached to and forming part of Bylaw No. ___/200__, the Basic Planning Statement of the Rural Municipality of "Xx" No ###.

102-05816/

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RURAL MUNICIPALITY OF "XX" NO.
BASIC PLANNING STATEMENT

1 INTRODUCTION

This Basic Planning Statement is adopted by The Rural Municipality of "Xx" No. ###, in accordance with Sections 39 and 42 of the Planning and Development Act, 1983, to provide goals, objectives and policies to guide the management of the use of land and its future development within the limits of the municipality.

2 MUNICIPAL GOALS

The goals for the municipality are identified as follows:

2.1 To preserve and enhance the agricultural economic base of the municipality.

2.2 To enhance the rural way of life in the Municipality, and provide for new opportunities that support that way of life.

2.3 To ensure orderly and appropriate development of the land and of services to support that development.

2.4 To support use of the land that will maintain the productivity and the environmental quality for future generations.

(Insert other goals as suitable – discussions of these goals and their implications are often included)

3 AGRICULTURAL USE AND DEVELOPMENT - OBJECTIVES AND POLICIES

3.1 Discussion

Agriculture will continue to play the predominant role in the economy of the municipality. Development in the municipality has been almost exclusively related to agriculture, with an emphasis on using dryland crop farming techniques for crops and to non-intensive mixed farming. Most of the land in the municipality is suited to these forms of agriculture.

Protection of agricultural activities and resources is the principal concern of the municipality. Council recognizes that a trend to more diverse forms of farm operation is occurring, including intensive livestock operations. Provisions are required to encourage such developments while ensuring that land use conflicts are minimized.

Many of the services to agriculture that are not provided in the region's urban service centres are provided as ancillary uses to a farm operation. Council wishes to encourage this form of economic diversification in the municipality.

Most of the farm land in the municipality remains in parcels of land that are comprised of quarter sections without subdivisions except as may be necessary for road widening. Council wishes to maintain this pattern of land division, but recognizes that there are circumstances where some subdivision of land may be necessary and desirable. Council wishes to avoid a scattered pattern of small holding development that may be relatively costly and difficult to provide with services.

3.2 Objectives

- To promote continued agricultural activity and to ensure that agriculture remains the primary land use in the municipality, conserving high quality agricultural land for continuing productive agricultural use

- To protect agricultural land uses from negative impacts of non-agricultural land use and development.

- To provide for intensive forms of agriculture including intensive livestock and to recognize differing forms of land division patterns that intensive agriculture may create.

- To support intensive agricultural uses in the municipality in a manner that does not create conflicts with neighbouring uses, jeopardize reasonable development potentials, or create significant environmental concerns.

3.3 Policies for General Agricultural Development

The primary agricultural uses include grain farming, mixed grain/livestock operations, farmsteads, intensive livestock agricultural uses, and farm based agricultural related commercial developments, or home based businesses.

3.3.1 The development and operation of farms of a quarter section or more for field crop, pasture and non-intensive livestock operations will not be restricted. Non residential accessory buildings and structures for agricultural purposes on such properties will not require municipal permits.

3.3.2 Intensive agricultural operations and intensive livestock operations will be considered as uses which may be permitted at the discretion of council in accordance with the policies specific such uses.

Council will support the development of intensive agricultural and livestock operations unless specific locational conflicts would be created.

3.3.3 The subdivision of quarter sections into parcels smaller than 80 acres will not be encouraged except as is necessary in special circumstances.

3.4 Policies for Intensive Livestock Operation Development

3.4.1 In general, Council will support the development of intensive agricultural and livestock operations unless specific locational conflicts would be created.

3.4.2 Intensive agricultural operations and intensive livestock operations (ILOs) will be discretionary uses. Any expansion of an operation to provide for a greater number of animal units, or any change in an operation that alters the species of animal, shall require a new discretionary approval.

3.4.3 The Zoning bylaw may provide for the temporary confinement of cattle on a farmstead during winter months as part of a permitted use general mixed farm operation. The bylaw may also provide for other temporary holding and loading facilities as discretionary uses subject to discretionary conditions for approval including maximum number and time of confinement.

3.4.4 Council will advertise any proposal that will result in an intensive livestock operation and may hold a public hearing on the proposal.

3.4.5 In order to minimize conflict between intensive livestock operations and surrounding development, Council will consider applications for development of an I.L.O. and apply the following criteria:

(1) No new I.L.O. will be considered if the operation will be less than 300 metres from a dwelling not located on the site, or associated with the proposed I.L.O.

(2) The applicant has demonstrated to the satisfaction of Council that the water supply is sufficient for the development and the supply for neighbouring developments will not be adversely affected by the proposed operation.

(3) The minimum separation distances in Table 3.1 will be applied to determine acceptable locations.

(4) A greater separation may be needed from any liquid manure storage lagoon involved in the operation, to residential and other developments. The criterion of a separation distance to the lagoon from a residence of 1.5 times the distance in Table 3.1 will be considered adequate.

(5) Council may consider lesser separation distances than given in Table 3.1 where:

(a) Written notice approved by Council has been given to the owner of a residence within the distance provided in Table 3.1, and to the hamlet board of a hamlet or Council of urban municipality with the specified distance, and

(b) A public hearing has been held.

(c) Council may approve or refuse a proposal based on any problems identified.

(6) Council may require that the developer of a proposed I.L.O. enter into an agreement with the owner of a residence and the municipality, consenting to the proposed development up to a specified size, as a condition of approval where the separation distances are significantly, in Council's opinion, less than the criteria of Table 3.1.

(7) As a condition of approval Council shall specify the maximum number of animal units for which the approval is made, and may impose standards to reduce the potential for conflict with neighbouring uses which specify the location of holding areas, buildings or manure storage facilities on the site.

Table 3.1
Locational Separation Criteria for I.L.O.s to Specific Uses

Development	Animal Units				
	10-49	50-299	300-499	500-2000	>2000
Residence, tourist accommodation, or campground	305 m	305 m	400 m	800 m	1200 m
Residential subdivision, or hamlet	400 m	400 m	800 m	1200 m	1600 m
Village or Town	800 m	1200 m	1600 m	2400 m	3200 m

(Distances are measured between livestock facilities and building development)

3.5 Policies for Intensive Agricultural Operation Development

3.5.1 Council shall require the proponent of intensive agricultural operations such as nurseries, market gardens, etc. to demonstrate their viability as a basis for approval.

3.5.2 Council may require an applicant to demonstrate an adequate water supply sufficient to the needs of the proposed operation, and to show that the water supply for neighbouring developments will not be adversely affected by the proposal.

(Additions or changes to each sections discussion, objectives and policies are expected to reflect local issues and concerns.)

4 RESIDENTIAL DEVELOPMENT - OBJECTIVES AND POLICIES

4.1 Discussion

The primary form of residential development in the municipality is in the form of a farmstead on the home quarter that forms the base for an agricultural operation. Such use will be permitted, without significant constraint as it is basic to a farm operation.

There are two other farmstead situations that occur in the municipality. The first is the desire of some farmers to retire and transfer the land, but retain the farmstead. The second is cases where land is taken over by a financial institution in a debt restructuring plan, but the farmstead is retained by the operator, often leasing back a portion of the farmland. Council wishes to provide for both cases where an existing farmstead is involved.

In many municipalities, particularly around larger urban centres, there has been a demand for small acreage sites for residences of people who commute to urban jobs. If such sites are scattered throughout a municipality, located on poor access routes, or improperly located near urban centres or on hazard lands, problems can arise for a municipality. Such residential development commonly needs a higher level of and more secure road access to the urban areas throughout the year. Scattered residences may severely restrict options for animal husbandry operations through lack of compatibility. Often there is a lack of equipment to clear access roads in winter storm conditions.

In some unusual cases it may be necessary to provide for the subdivision and development of isolated small residential sites. The mechanism of rezoning can be used in such cases to ensure appropriate review and control.

In this municipality there has not been any multi-parcel residential development due the relative isolation from the major Saskatchewan cities, and the lack of major towns within the municipality. It is possible that such proposals may be put forward. Council wishes to ensure that any multi-parcel residential development would not place a particular demand on municipal services.

(The discussion must be adjusted for the local situation.)

4.2 Objectives

- To provide for such residential development in agricultural areas as is necessary to support the primary agricultural function of the municipality.

- To control scattered non-farm residential development or residential development that would be difficult to provide with necessary services.

- To provide criteria for the consideration of multi-parcel residential development.
- To minimize the potential for conflict between agricultural development, intensive livestock operations and residential uses.
- To ensure that any residential use can be served by a road of a sufficient standard to provide the needed level of access to the site.

4.3 General Policies for Residential Development

For the purposes of this document policies for residential development shall apply to all residential development as a principal use, including farmsteads that have ceased to serve a base for an agricultural operation.

4.3.1 Farmsteads, and other residential developments, which are ancillary to an operating agricultural use, will be permitted uses on a quarter section.

4.3.2 In any area of the municipality designated to an agricultural district there shall be a maximum of 3 sites within any quarter-section (as registered on a township plan) that may contain a farmstead, residence, or commercial development which may allow an accessory residential use.

4.3.3 The minimum size of any site in an agricultural district and containing a farmstead or single residential development will be 2 hectares (5 acres).

4.3.4 Where a part of a section is physically separated frown the remainder of the section by a railway, a registered road plan containing a highway or developed road, or a river, lake or significant stream, the parcel may be subdivided from the quarter-section and council may approve a farmstead site in addition to the sites provided for under section 4.3.1 as a discretionary approval. Such approval shall be subject to any requirement for location on a developed road.

4.3.5 The required separation distances from residential developments for locating of an intensive livestock operation, an anhydrous ammonia facility, a waste disposal facility, or other form of development, shall also apply to the locating of residential development proposals near those forms of development.

4.4 Policies for Development in a Residential District

4.4.1 Council may consider rezoning to a residential district for a single parcel residential use where the following conditions are met:

(a) The site takes direct access from a highway or a primary grid or other all weather road,
(b) The site contains an existing dwelling of substantial size that is not used as a farmstead for farm operation, and

(c) The site is not more than 5 hectares (12 acres) in area.

Council may also consider the creation of other sites where less than 5 hectares and located on an all weather access road, if the site is less than 1.6 kilometres (1 mile) from an urban centre, subject to consultation with the urban centre.

Every such site will be reassessed for taxation in accordance with the Rural Municipality Act, 1989.

4.4.2 Council will only consider rezoning for a multi-parcel residential development subject to the following criteria:

(a) The site of the subdivision takes direct access from a highway or a primary grid or other all weather road, and has a sufficient proven water supply.
(b) The development complies with the environmental policy on hazard lands.
(c) The subdivision shall contain sites of not more than 5 hectares (12 acres) in area.
(d) If more than 16 sites are proposed Council may require the project to be developed in stages to ensure that the proposal is not premature and may limit the area of rezoning at one time.
(e) A multi-parcel development area is at least 1.6 km. from any other such development, or from an urban centre.
(f) The proponent signs a servicing agreement to provide all require services at the cost and responsibility of the proponents.

4.4.3 Where a minimum separation distance is required for a development to residential uses, a residential development shall observe the same standard. Council may refuse a rezoning or a discretionary use approval for a residential development where in its opinion a greater separation may be required for a future expansion of an existing intensive livestock operation, or for a proposed operation.

5 BUSINESS DEVELOPMENT - OBJECTIVES AND POLICIES

5.1 Discussion

The R.M. of "Xx" has experienced little commercial development, except for some agriculturally related services and products ancillary to a regular agricultural operations. Council supports such services as custom seed drying and custom harvesting from a farm base. With the current stress on farm product prices, farm operators have sought income diversification through home occupations and businesses additional to farming.

The development in rural areas of vacation farms and bed-and-breakfast homes is becoming more common in Saskatchewan. This form of tourist service development is fully compatible with most forms of agricultural operation. Council wishes to provide for most forms of farm site based business. The main concern with business development is to ensure that the operation will not create undue demands on road development and maintenance.

The relative isolation of the municipality from cities and major towns and the lack of primary highways crossing the municipality would suggest that significant commercial development unrelated to agriculture is unlikely in the immediate future.

Significant mining or petroleum production is not expected in the municipality. While the prairie evaporite beds underlie the municipality, new potash mines in the province are not forecast to be undertaken.

5.2 Objectives

- To encourage agriculturally related business development ancillary to farmstead operations.

- To provide for other business developments that will support the agricultural community in R.M. of "Xx" including:
  - agribusiness
  - home based businesses
  - tourism related activities
  - resource extraction activities.

- To ensure that business development occurs in a manner, which minimizes negative impacts on other land uses, and the environment.

5.3 Policies

5.3.1 The zoning bylaw will provide for limited home based businesses as ancillary, secondary and subordinate to a residential or farmstead use at the discretion of council, and subject to the following criteria:

- No home based business shall change the essential agricultural or residential nature of the development of the property.
- A home base business shall secondary and subordinate to the principal use of the property.
- The bylaw will limit the employment of non-residents in a home based business, and council may apply conditions limiting the extent of the business to ensure that it remains ancillary to a farmstead operation.
- The home based business should not cause any apparent variation from the agricultural character of the farmstead.

- A home base business ancillary to a residence use shall be limited to the employment of persons resident in the dwelling.

5.3.2 The zoning bylaw will provide for other agricultural related business developments subject to the limitation that no more than 3 residential or commercial are permitted in any quarter section, as provided for in Section 4.3.1.

5.3.3 Tourist developments in the form of bed-and-breakfast operations ancillary to a residence or vacation farms ancillary to a farmstead and operating agricultural use, will be provided for at the discretion of Council. Council will exercise its discretion based on the suitability of the location and development with respect to physical access, and separation to intensive livestock operation or other operations and uses that may be incompatible with tourist developments.

5.3.4 Sand and gravel operations shall be a use permitted at the discretion of council. Council may require as a condition of approval that plan for staging of extraction and reclamation be submitted. Council may attach as a special standard, requirements for compliance with the staging and reclamation plan, including slope stabilization and re-vegetation of completed areas. A revision of the plan or the addition of other operations such as rock crushing, concrete mixing, or asphalt preparation operations shall require a new discretionary use approval.

5.3.5 Any Industrial and commercial principal uses provided for in the bylaw, that are not specifically related to agriculture will be discretionary uses in the Agricultural district. Where such uses may be visually disruptive, council may require screening or special locations on the site as a condition of approval.

5.3.6 A railway, associated uses accessory to a railway operation, or a petroleum or water pipeline and associated pumping or compressor stations, will be considered transportation facilities and permitted. Such uses shall avoid conflict with farmsteads and residential developments.

6 ROADS, SERVICES, UTILITIES, COMMUNITY FACILITIES - OBJECTIVES AND POLICIES

6.1 Discussion

The primary servicing concern of the municipality is the provision and maintenance of roads that provide access suitable for agricultural operations. Scattering of other uses can place additional demands on the municipal road network that may not provide sufficient tax revenue to meet the added costs.

If higher density development occurs in the form of multi-parcel residential development, the provision of dedicated lands in the form of municipal reserve may be required under the subdivision process. Smaller single parcels of land may also be required to provide for dedicated lands. Policy is required to address the priorities for such dedication.

In most cases, recreational facilities serving this rural community will be located in the areas within or adjacent to the Town of "Xx" or other urban centres near the municipality. The rural municipality participates with the Town of "Xx" in the provision of the "Xx" Regional Park.

6.2 Objectives

- To provide for road, utility, parks, and other services at a standard appropriate to the area, and to ensure that development will bear the cost of those services.
- To provide for necessary waste disposal and utility services for the urban settlements in or near the municipality, and for other utility and transportation facilities, while protecting the interests of the municipality.
- To provide for recreational facilities supported by municipal ratepayers.

6.3 Policies

6.3.1 All residential, commercial, or intensive agricultural development in an agricultural district shall require access to a developed road.

6.3.2 Where pipelines, utility lines or other transportation facilities cross municipal roads the municipality may applies special standards for their construction that are necessary to protect the municipal interest.

6.3.3 Solid or liquid waste disposal facilities shall be located in conformity with applicable minimum separation distances to residential or restaurant uses. Residential and restaurant uses shall conform to these separation requirements. The above shall not apply to any facility solely for the disposal of domestic wastes of a development located on the same site.

6.3.4 Where a subdivision of land will require the installation or improvement of municipal services such as roads or streets, utilities, or sewage disposal facilities, the developer will be required to enter into a servicing agreement with the Municipality pursuant to The Planning and Development Act, 1983 to cover the installation or improvements. The Municipality only will consider sharing in the costs of a service where the proposed service is of wider benefit to the municipality, exclusive of any increase in assessment.

6.3.5 Where dedication of land for municipal reserve is required for subdivision council's priorities will be:

- for multi-parcel residential subdivisions, dedication of reserves on land with environmental constraints will be considered first. Only where a reasonable recreational use can be expected on the land will other areas of land be supported for dedication as municipal reserve; otherwise cash-in-lieu is preferred. Designs involving dedication of small and fractionated parcels will be discouraged.
- for single parcel residential and all other uses, cash-in-lieu is preferred, unless land is required for a buffer.

6.3.6 Council may consider using dedicated lands account funds for municipal reserves development either within the municipality or in urban areas where the development will serve the residents the rural municipality.

7 ENVIRONMENTAL MANAGEMENT- OBJECTIVES AND POLICIES

7.1 Issues and Concerns

Development has the potential to generate excessive and undesirable environmental disruption and pollution. While the Saskatchewan Water Corporation, Saskatchewan Environment and Resource Management and Saskatchewan Health each work to achieve environmental quality and water management, the council is aware of and accepts its environmental planning responsibilities within the framework of The Planning and Development Act, 1983, and other statutes.

7.2 Objectives

- To encourage developmental practices that can be sustained by the environment without significant pollution, nuisance, or damage to the environmental resources.
- To protect defined areas of critical habitat and heritage resources.
- To protect critical water supply resources.

7.3 Policies

7.3.1 Council will encourage farming practices and developments that conserve soil, improves soil quality, conserves moisture, and protects water supplies. Council may deny a permit to any development that may significantly deteriorate the land resources for agriculture, or deplete or pollute ground water sources.

7.3.2 Disposal of manure from an intensive livestock operation by spreading will be permitted on appropriate land subject to meeting all provincial requirements.

Council may provide for additional standards in the zoning bylaw to protect against local problems and nuisances.

7.3.3 Council will work with agencies of the provincial government to protect any significant heritage resources, critical wildlife habitat, or rare or endangered species located. Where significant potential has been identified to Council, Council may delay development until such time as the requirements of the relevant provincial agencies to protect such resources have been obtained.

7.3.4 Where multi parcel subdivision is proposed for what Council considers may be hazard land, the applicant shall submit a professional report on the proposed development. The report shall assess the geotechnical suitability of the site, susceptibility to flooding, or other environmental hazards, together with any required mitigation measures. These measures may be attached as a condition for a development permit approval.

8 IMPLEMENTATION

8.1 ZONING BYLAW

The zoning bylaw will be the principal method of implementing the objectives and policies contained in this Basic Planning Statement.

8.1.1 Content and Objectives

The zoning bylaw will implement the land use policies contained in this Basic Planning Statement by prescribing and establishing zoning districts. Initially the zoning bylaw will contain 2 districts as follows.

(1) AGRICULTURAL DISTRICT

The objective of this district is to provide for the primary use of land in the form of agricultural development and associated farmsteads. Other uses compatible with agricultural development are provided for to support a farm way of life. Location dependent natural resource development is also provided for. Fragmentation of agricultural land in this district generally will be avoided.

The Municipality will be zoned to this district except where circumstances require a special purpose district.

(2) RESIDENTIAL DISTRICT

The objective of this district is to provide for specific areas and standards for residential development which does not directly support agriculture. Areas will only be designated to this district by the rezoning

process, upon submission of a specific proposal that is satisfactory to council and meets the criteria of this statement.

(Where additional districts are added – a description of the purpose of each should be added here in addition the objectives and polices relevant to that are added elsewhere in the BPS.)

8.1.2 *Additional District Classifications*

Council may consider adding other zoning districts to carry out the objectives of this statement, or to provide for a greater density of development than initially considered in this statement, including but not limited to:

- Hamlet districts - to provide for urban density development of residential and associate commercial or industrial development.
- Commercial districts - to provide for more intensive commercial or industrial development.

8.2 OTHER IMPLEMENTATION TOOLS

8.2.1 Inter-Municipal Co-operation

(1) Council will work with neighbouring rural or urban municipalities to develop joint service programs where such arrangements will be of financial benefit to the municipality, including regional parks.

(2) Council will work with the Town of "Xx" to improve beneficial and cost effective joint administrative and other services.

(3) Council will consider the provision of recreational facilities on a community basis with the other governments for the community that the facilities are intended to serve.

8.2.2 Provincial Land Use Policies

(1) This statement shall be administered and implemented in conformity with applicable provincial land use policies, statutes and regulations and in co-operation with provincial agencies.

(2) Council will review this statement and the zoning bylaw for consistency with a new provincial land use policy adopt pursuant to The Planning and Development Act, 1983.

(3) Wherever feasible and in the municipal interest Council will avoid duplication of regulation of activity and development governed by appropriate provincial agency controls.

8.2.3 Administration

(1) This statement is binding on council and all development in the municipality.

(2) The interpretation of words as contained in the zoning bylaw shall apply to the words in this statement.

(3) If any part of this statement is declared to be invalid for any reason, by an authority of competent jurisdiction, that decision shall not affect the validity of the bylaw as a whole, or any other part, section or provision of this statement.